

INTERIM REPORT #1
BASE REALIGNMENT AND CLOSURE
COMMISSION
2005



U.S. ARMY GARRISON
FORT BELVOIR, VA

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FY 2005

U.S. Army Garrison
Fort Belvoir, Virginia

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Introduction

BRAC is the commonly used acronym for the formal name of the Base Realignment and Closure Commission. The Congress created the 2005 BRAC Commission as an independent entity that submits its findings and recommendation to the president of the United States. Congress authorized the 2005 BRAC Commission through the Defense Base Realignment and Closure Act of 1990 (P.L. 101-510), as amended. Congress created the commission to provide an objective, thorough, accurate and non-partisan review and analysis, through a process determined by law, of the list of bases and military installations which the Department of Defense (DOD) recommended be closed or realigned. The DOD scheduled its formal list of recommendations to be presented to the BRAC Commission on 16 May 2005. President George Bush appointed nine commissioners to serve on this board. Mr. Anthony J. Principi chaired the commission. Mr. Principi previously served as a vice president of Pfizer Corporation, and was a decorated Vietnam War veteran. He also served as a secretary of Veterans' Affairs.¹

Previously, BRAC efforts were conducted throughout the DOD in 1988, 1991, 1993 and 1995. According to DOD sources, these efforts resulted in 97 major closures, 55 major re-alignments and 235 minor actions. Overall, closing and realigning these installations saved taxpayers around \$18B through 2001, and a further \$7B per year since that time. With the announcements of further BRAC changes in 2005, DOD hoped to save \$48.8B over the next twenty (20) years.²

Scope of Previous BRACs:

	1988	1991	1993	1995
Closures	77	5	1	29
Realignments	6	6	4	10
Total	83	11	5	39

What follows is an interim chronological narrative of the BRAC Commission's activities, and the BRAC effects on the U.S. Army Garrison at Fort Belvoir, VA in Fiscal Year 2005.

In preparation for the BRAC 2005 announcements by DOD, in October 2003 Ms. Patricia Decatur (Director of Plans, Analysis, & Integration Office) was appointed as the BRAC Administrator for Fort Belvoir. In November 2003, all Installation Administrators received training on the Data Collection Process and Relational Database Entry Systems. Additionally, tenant Points of Contact (POC) on the installation received training on the Data Collection Process.

Between January and September 2004, the installation responded to seven data calls which covered: Command & Staff, Health, Logistics, Community Affairs, Technology, Personnel, Operations, Training, Resource Management, Engineering, Production and

Acquisition. All Army tenants and a few DOD agencies were required to respond to these calls. Other non-Army tenants reported through their respective service branches.

The U.S. Army Base Realignment and Closure 2005 Implementation Plan Guidance, prepared by the Office of the Assistant Chief of Staff for Installation Management, and originally published in OCT 2004, received updating as of 3 March 2005. This plan was designed to:

- Communicate the philosophy and expectations of executing the Army's BRAC 2005 round of installation realignments and closure.
- Identify and define the responsibilities of Army components, offices, directorates, etc., integral to the BRAC program.
- Provide a comprehensive set of guidelines for the preparation of BRAC 2005 installation Implementation Plans.

For BRAC 2005, an Overarching Integrated Process Team (OIPT), which consisted of senior Army leadership, developed a Strategic Plan, and defined the roles and responsibilities of the Army for BRAC policy oversight, program development, and execution. The "Strategic Plan for the Army Implementation of BRAC 2005," dated 1 March 2004, established the mission and vision of BRAC 2005; the guiding principles; strategic goals and objectives; and approaches for accomplishment.

On 16 March 2004, the Commanding General of the Military District of Washington (CG MDW), Major General Galen Jackman, and the Garrison Commander (GC) of Fort Belvoir, Colonel Thomas W. Williams, conducted a comprehensive briefing on Fort Belvoir to the Army Basing Study Group. The script for this briefing remained available for viewing at <http://www.belvoir.army.mil/TABSCRIPT.doc> until well into FY 06. The commanders anticipated that the information briefed would be instrumental in DOD's BRAC recommendations.

Between October 2004 and March 2005, the installation continued to respond to questions from the Joint Cross Service Groups.

On 21 April 2005, the Command Group formed the Fort Belvoir BRAC Implementation Team (BIT). Colonel Williams appointed Mr. Maury Cralle as the Team Leader (BITL). Each installation directorate/activity named a Point of Contact (POC) to participate in this team.

May 2005

The month of May proved to be crucial in the release of the DOD BRAC recommendations, and the Garrison's efforts to educate and enlighten the residential and working population of the BRAC implications for the installation.

In the first week, Headquarters, Department of the Army (HQ DA) submitted its own Analysis and Recommendations to the BRAC Commission. This document numbered 507 pages. The nine-member commission would use it in its own deliberations.

On 5 May 2005, Mr. Cralle published the installation's Implementation Milestones. These milestones governed the installation's planning process for the future.

Between 9-11 May, Colonel Williams attended the Garrison Commanders' Conference at Fort Bliss, TX. BRAC easily became a major item of discussion, and the garrison commanders received an update briefing on Army BRAC implementation. On 10 May, the Northeast Regional Office (NERO) of the Army Installation Management Agency (IMA) released its own goals which mandated: achieving a 20% timeliness improvement over previous BRAC rounds; close or realign 60% of BRAC installations within three (3) years; and finally, achieve disposition of 60% of BRAC excess property within six (6) years.

On 11 May 2005, Mr. Cralle sent an e-mail to all BITPOCs requesting their comments on a listing which laid out all the information that a departing activity would be required to provide to Fort Belvoir for inclusion in the future Fort Belvoir Implementation Plan.

In the run-up to the release of the DOD BRAC recommendations on Friday, 13 May, the Secretary of Defense (SECDEF), Mr. Donald Rumsfeld, conducted a press briefing at the Pentagon on BRAC at 1400 hrs on 12 May. Fifteen minutes later, Colonel Williams and Mr. Cralle briefed the BITPOCs in the Command Conference Room at post headquarters (Bldg 269). In brief, the DOD recommendations included closing 15 active Army installations, 176 Army Reserve installations and 211 Army National Guard facilities; and creating seven training centers, seven joint technical and research facilities and four joint materiel and logistical facilities.

At 0700 hrs on the following morning, the SECDEF conducted a teleconference with 4-star Unified Commanders on BRAC. This was followed at 0800 by a teleconference with the various garrison commanders. Within the hour, an advance copy of the BRAC recommendations was released electronically. The SECDEF formally released the BRAC recommendations to the public at a press briefing at 1030 hrs. Later that afternoon, Colonel Williams conducted a video briefing for the Garrison and tenants. Concurrently, the Fort Belvoir website began to carry BRAC information, including news articles, commander's guidance, and DOD information.

In brief, the BRAC 2005 effects on Fort Belvoir recommended:

GAINS:

- Primary and Secondary Medical care functions from Walter Reed Army Medical Center to a new expanded DeWitt Hospital.
- Army and DOD organizations from National Capital Region (NCR) leased space.
- National Geospatial Agency (NGA) units from various NCR leased locations, and Bethesda, MD
- Logistics functions of the Defense Logistics Agency (DLA) from the Naval Support Activity, Mechanicsburg and Wright-Patterson Air Force Base (AFB), and relocation various procurement management functions for Depot Level reparable to the DLA.
- Program Manager – Acquisition Logistics and Technology Enterprise Systems and Services (PM-ALTESS) from NCR leased space and elements of the PEO Enterprise Information Systems from Fort Monmouth, NJ.
- Selected Defense Intelligence Agency (DIA) activities from various leased locations to Rivanna Station, Charlottesville, VA

LOSSES:

- Army Materiel Command (AMC) Headquarters and US Army Security Assistance Command (USASAC) to Redstone Arsenal, AL.
- Prime Power School to Fort Leonard Wood, MO.
- US Army Criminal Investigation Division Headquarters (CID) to Quantico Marine Corps Base.
- *Soldiers* Magazine to Fort Meade, MD.
- Biomedical Science & Technology programs from the Defense Threat Reduction Agency (DTRA) to Fort Detrick, MD.
- Conventional armaments research functions of DTRA to Eglin AFB, FL.
- Army Research Office and the DTRA extramural research program management functions to Bethesda, MD.
- Information Systems (except PEO Enterprise Information Systems), Sensors, Electronic Warfare & Electronics research (Night Vision Labs), development and acquisition to Aberdeen Proving Ground, MD.

Observers quickly recognized that Fort Belvoir would undergo the most extensive changes of any installation in the Department of Defense. The preliminary net gains in personnel included: 3,667 military and 14,753 civilians. The installation would also lose 61 students. Military construction costs were estimated at \$1.4B.

Colonel Williams made the following statement upon being notified of the DOD recommendations:

"Today's Base Realignment and Closure recommendations make it clear that the Department of Defense considers Fort Belvoir as a vital piece of the national defense

strategy. We've been given a task by DOD and the Army, and we have a process in place to execute that task. We are fully committed to keeping the local community and our own internal workforce informed as we work our way through this process."

On Monday, 16 May 2005, Colonel Williams announced a change of the BRAC Implementation Team Leader. Because of the expected retirement of Mr. Cralle, he was replaced as BITL by Mr. Leon Marshall, currently employed as the BASOPS Manager. Mr. Cralle would continue to function as Deputy Director of Public Works for BRAC.

On the following day, Colonel Williams briefed community and civic leaders on BRAC matters at a breakfast meeting at the Officers Club. Major General Jackman attended this community meeting. Note the Garrison's rapid move to brief the community on BRAC, and its likely effects on the area. During the period 17-20 May, the Garrison Public Affairs Office broadcast the Commander's Workforce BRAC Message seven times per day on Channel 3, the Garrison's cable channel.

Colonel Williams continued to keep the military community informed of BRAC effects on Fort Belvoir. On 23 May, he hosted a quarterly General Officer/Senior Executive Service/Command Sergeant Major Conference at 1300 hrs. BRAC was the major topic of discussion. And, on the following day, he hosted a televised town hall meeting. "Town Talk Live," which was broadcast on Belvoir's Cable Channel 3. Viewers could access the broadcast by video-streaming on-line at http://150.177.31/NCR-DOIM_Video-Streaming. Topics included BRAC, grand opening of the new Herryford Village, resident relocation plans for George Washington Village, progress at the new Vernondale and Cedar Grove Villages, 90/90 installation funding and its impact, Pence Gate renovations, and the upcoming Garrison change-of-command. Representatives of the various directorates also took telephone calls, and answered e-mails and faxes. Town Talk was re-broadcast on Channel 3 during the following weeks. The *Belvoir Eagle* newspaper continued to print questions and answers in succeeding weeks. The Garrison distributed a DVD entitled, "Message to the Workforce, Base Realignment and Closure, 2005." Colonel Williams appeared with Mr. Marshall and Command Sergeant Major Andre' Douglas to explain the Garrison's response to the DOD recommendations, and to reassure the workforce that the command group and directorates would work "smart" to manage the many changes that were expected.

Preliminary Planning Begins

On 24 May, the BITL began requesting demographic information from prospective new additions to Belvoir.

Beginning on 7 June, directorate representatives engaged in operations, manpower and financial management attended meetings to address informational gathering. The Garrison would be required to compile a BRAC Implementation Plan consisting of

sixteen (16) Action Plans. Ms. Decatur established a suspense date of 28 June. The command group later found it necessary to extend this date to 9 August. However, it was announced that Garrison directorates were not permitted to contact prospective new arrivals on post to gather information. Directors had been told to work on a net gain of 18,000 new arrivals.

Action Plans:

- | | |
|---------------------------------|----------------------------------|
| 1. Operations | 9. MWR |
| 2. Manpower and Personnel | 10. AAFES |
| 3. Financial Management | 11. Military Historical Property |
| 4. NEPA | 12. Medical Services |
| 5. Facilities | 13. Religious Support |
| 6. Information Technology | 14. Army Reserve & Army Guard |
| 7. Logistics/Personnel Property | 15. Environmental |
| 8. Discretionary Moves | 16. Real Property |

On 8 June, Mr. Marshall presented an Implementation Briefing to the Fairfax County/Fort Belvoir Economic Advisory Commission.

At 1300hrs on 15 June, Ms. Diane Devens, NERO Director, came to Fort Belvoir to conduct a BRAC Assistance Visit. She conducted this briefing in the Command Conference Room at post headquarters. Ms. Devens made the following comments concerning BRAC: 1. Keep the BRAC "Golden Objectives" in constant view. 2. Embrace/Enable new arrivals on post as a result of BRAC. 3. Think Big! Mr. Marshall briefed on the status of the Action Plans, development of Forms 1391, FY 05 funding needs, support previously requested and pending issues. Mr. Marshall also recommended a Project Management Software to standardize one single program use across the entire Army to manage all interrelated BRAC activities (See Appendix #1).

Two days later, Ms. Decatur began posting Cost of Base Realignment Actions (COBRA) data on the BRAC website and e-mail for BITPOCs for planning purposes. In fact, this two-year old data had been used by DOD for BRAC recommendations. COBRA was a series of modeling techniques, which estimated costs per year, timelines and adjustments. Installations, however, had already been told not to be constrained by COBRA data. These consisted merely of broad concepts for planning purposes. Initially, DA and DOD did not post all available COBRA data.

Community response to the BRAC recommendations was not long in coming. On 20 June, Representative (REP) Jim Moran (D-VA) convened a local town-hall meeting at George Mason Law School Atrium in Arlington to address the concerns of thousands of contractor/governmental employees whose jobs were scheduled to be moved to military installations as a result of BRAC. Also attending were REP Tom Davis (R-VA), and Senator (SEN) John Warner (R-VA). About 250 people attended this meeting.

During June and July, various members of the nine-member BRAC Commission began making visits to DOD installations around the country. On 7 July, one commissioner made a BRAC visit to the Night Vision Lab on Fort Belvoir which had been scheduled to be moved to the Aberdeen Proving Grounds.

On 6 July, Colonel Williams and Mr. William Sanders, Director of DPW, briefed Mr. Bob Bonner, HAC-M/VA subcommittee member, on BRAC actions, focusing on military construction and impacts to the surrounding community. Following the briefing, Mr. Bonner received a "windshield tour" of the post.

On 7-8 July, the commission scheduled BRAC Public Hearings for the District of Columbia, Maryland, Pennsylvania and Virginia. The Virginia hearing was held on 7 July in the Sheraton National Hotel in Arlington. Commissioners Principi, Lloyd Newton, James Bilbray and Sue Ellen Turner represented the commission. The specific subjects for discussion involved Virginia military bases (specifically Forts Monroe and Eustis), leased space in Northern Virginia and the "brain drain." Virtually nothing was said about Fort Belvoir, other than a presentation by Dr. Sheehan, a former director at the Night Vision Lab, who gave a presentation on maintaining the NVL at Belvoir. General Paul Kern, retired commanding general of the AMC, addressed the issue of keeping DOD's science and technology positions in the NCR. SEN Warner advised that the 2005 DOD recommendations "deviated substantially from the original law." He stressed that he had served on all the committees which had drafted all the previous legislation for BRAC, and therefore spoke with some authority. There was a great deal of media presence in attendance. Follow-on press briefings for media-only were held in an adjoining room. Heavy media coverage of the event appeared in major venues in the succeeding days. The BRAC Public Hearing for Maryland was held in Towson on 8 July. Governor Robert Ehrlich and the Maryland congressional delegation attended this event. Gov. Ehrlich exclaimed that, "Maryland is ready and willing to handle the 6,600 jobs that would come to the State if the Pentagon's plans were adopted."

On the morning of 11 July, Colonel Williams was replaced in a formal change-of-command ceremony by Colonel Brian W. Lauritzen in front of post headquarters.

Two days later, Messieurs Marshall and Donald Carr, Director of Public Affairs, conducted a BRAC briefing for the Mount Vernon-Lee Chamber of Commerce. The briefing was identical to that provided by the Garrison Commander to the Fairfax and Prince William County supervisors following the BRAC announcement.

On 14 July at 1300 hrs, Mess. Marshall and Carr briefed Colonel Lauritzen on BRAC. Included were personnel changes from the COBRA reports, the BRAC timeline from COBRA reports, and development of the DD Forms 1391 (See Appendices #2 & 4). Colonel Lauritzen's assessment stressed commitment to partnering with the local communities to reduce BRAC impacts. Mr. Carr noted that sometimes the community does not know who to deal with. This caused breakdowns in communication. It was also noted that the Garrison had received approval to contact incoming tenants; and an Army-

wide standardization of a Project Management software package had still not been resolved.³

On 18 July, Colonel Lauritzen attended a meeting at HQDA with Mr. Geoffrey Prosch, Acting Assistant Secretary of the Army for Installations and Environment; Maj. Gen. Ronald L. Johnson, Director, IMA; Maj. Gen. Jackman and Maj. Gen. Guy S. Swan, incoming CG, MDW. DA afforded Fort Belvoir approval to include the Engineer Proving Ground (EPG) in its BRAC Master Planning. This was a major benefit in the Garrison's efforts to absorb the substantial personnel and space requirement additions to the installation. During this week the local media devoted considerable coverage to a news story that Universal Studios had offered to contribute \$350 million towards the construction of the National Museum of the U.S. Army (NMUSA) at the EPG, to be constructed alongside an arcade and amusement park.⁴

On the morning of the following day, Representatives Moran and Davis conducted a public Town Hall meeting at George Mason University Law School in Arlington, primarily for businessmen, and the effect of BRAC on Northern Virginia businesses.

On 27 July, Col. Lauritzen, Mr. Marshall and Lieut. Col. Jeffrey Peters, DeWitt Hospital BRAC Team Leader, presented an in-depth briefing to Mr. Timothy Abrell, senior analyst for the BRAC Commission. After opening remarks by Col. Lauritzen, Lieut. Col. Peters briefed on the options available for construction of a new hospital at Belvoir which would combine the services offered by DeWitt, and the primary and secondary medical care functions from Walter Reed Army Medical Center. Mr. Abrell posed questions about the EPG Master Plan, and air quality impacts. Mr. Marshall and Mr. Larry Lisle, Fort Belvoir Master Planner, explained that using EPG for some or all future construction would allow the Garrison to obtain a separate air quality permit from the Main Post.

On this day, the BRAC Commission voted to include a number of other closures/re-alignments not previously included in the DOD recommendations.

On the afternoon of 2 August, Ms. Decatur conducted a briefing for departing activities, held in the Command Conference Room at post headquarters. She required input by 15 August to be included in the Garrison's Implementation Plan. Information required included manpower, financial management, facilities (buildings, by dimensions, etc), information technology, logistics, historical properties, and especially environmental considerations since clean-up would be required before or upon departure of the activity.

At mid-day on 2 August, Colonel Lauritzen and Mr. Marshall attended the Mount Vernon-Lee Chamber of Commerce luncheon. The Northern Virginia congressional delegation also attended this meeting. BRAC was a major topic of discussion, and the theme was: "Localities Must Meet BRAC Challenges." Colonel Lauritzen pledged to build on strong community relations initiated by Colonel Williams.⁵

On 9 August, all activity draft Action Plans were due to Ms. Decatur to be included in the Garrison Implementation Plan.

On the following day, the Northern Virginia congressional delegation appeared before the BRAC Commission to argue about the "Brain Drain," and the loss of leased space in the area.

On 11 August, the Belvoir BRAC Team hosted a meeting to review, discuss and analyze the various options for siting BRAC required facilities on the installation. Meeting attendees included the chiefs of planning from both Fairfax and Prince William Counties, and representatives from NGA, Washington Headquarters Services MEDCOM, Baltimore District Corps of Engineers, PBS&J (Belvoir Master Plan contractor), and the Garrison staff. Results of the meeting would be presented to the Garrison Commander for consideration in the decision process for site development options (see page 12).

On 15 August, the Implementation Plan, which included all the Action Plans, was due for review by the Garrison Commander.

BRAC Commission Deliberations

During the week of 23-27 August, the BRAC commission scheduled final deliberations. The vote of at least seven (7) of nine (9) commissioners would be required to effect any changes in the DOD recommendations. During that week, the commission provided its final series of briefings, televised on C-SPAN, to announce their recommendations before submission to the president of the United States. The BRAC commission began voting on specific BRAC closures and realignments. Intense public interest in the BRAC process was exemplified by:

- 500 telephone calls per week.
- 80,000 e-mails.
- More than 500,000 pieces of mail since May 05.
- Commissioners had made 182 visits to 173 installations.⁶

On 23 August, SEN John Warner (R-VA) charged that the DOD BRAC recommendations were "rigged," and did not fully investigate all available options. He charged that the SECDEF, and a senior aide, improperly manipulated the BRAC plan to move more than 20,000 defense jobs away from the NCR. Their plan was to achieve unrelated real-estate management goals rather than military "efficiency."⁷

On this date, Colonel Lauritzen hosted a briefing breakfast at the Officers Club for officials of Fairfax and Prince William Counties. Key issues addressed were BRAC and transportation.

On 24 August, at the BRAC Commission meeting in Crystal City, VA, the commissioners voted to exclude the NVL (Sensors, Electronics and Electronic Warfare

RDAT & E), and Information Systems RDAT & E (Software Development Center – Fort Belvoir) from the DOD recommendations to the president. The commission also approved the following:

- PEO EIS elements to consolidate at Fort Belvoir.
- PM ALTESS to move to Fort Belvoir from leased space..
- Prime Power School to move to Fort Leonard Wood, MO.
- AMC and USASAC to move to Redstone Arsenal, AL.
- NGA to move to Fort Belvoir.
- DIA to move to NGIC, Charlottesville, VA.
- *Soldiers Magazine* to move to Fort Meade, MD.⁸

On the following day, the BRAC Commission voted as follows:

- Walter Reed Army Medical Center to move to Bethesda, MD, with a new community hospital to be built at Belvoir.
- The Criminal Investigation Division Center (CIDC) to move to Quantico Marine Corps Base.
- DOD organizations in leased space in Northern Virginia to move to Belvoir. Approximately 23,000 employees could re-locate to Belvoir.
- HQ Command Center, Missile & Space Defense Agency, to move to Belvoir.
- DLA Commodity Managers and DTRA elements to move to Belvoir.

Additional to close:

- Almost 400 USAR and ARNG Centers.
- Five (5) Naval and Naval Air Stations (New Brunswick Naval Air Station, NJ; Naval Station Pascagoula, MS; Naval Air Station, Atlanta, GA; Naval Station, Ingleside TX.; Naval Air Station, Corpus Christi, TX).
- Fort Monmouth, NJ.
- Fort Gillem, GA.
- Fort Monmouth, NJ.
- Fort McPherson, GA.
- U. S. Army Garrison, Selfridge, MI.
- 4 Ammunition Plants.
- 3 Chemical Depots
-

Additional Facilities to be saved:

- Portsmouth Naval Shipyard, Kittery, ME.
- Groton Submarine Base, New London, CT.
- Hawthorne Army Depot, NV.
- Red River Army Depot, TX.
- Eilson Air Force Base, AL.
- Ellsworth, Air Force Base, SD.
- Cannon Air Force Base, Clovis NM.

Realignments:

- Rock Island Arsenal, Ill.
- Army Reserve Center, MO.
- Fort Eustis, VA.

Officials estimated that the BRAC Commission changes would reduce the proposed DOD savings by \$3B from the original \$48.8B.⁹

Steve Hunt, a reporter for the *Mount Vernon Voice*, interviewed Leon Marshall (BITL) on what the proposed decisions would mean for Fort Belvoir, and the surrounding community. Mr. Marshall had accumulated more than 30 years service at the installation. He stressed that the installation would continue to maintain a strong relationship with the surrounding community. He noted that the Garrison Commander had already conducted a number of planning sessions with supervisors from Fairfax and Prince William Counties. Transportation was the 'Number 1' issue for the installation and the surrounding communities. Once the BRAC Commission's recommendations were approved, he predicted an immediate Army construction boom. First priorities for the Army would include installations accommodating returning troops from overseas (Germany and Korea) and major military schools. Most construction at Fort Belvoir would probably be closer to the end of the six-year BRAC cycle. The theme of his interview was, "We can do this, and we can do it together."¹⁰ (See Appendices 3 & 4)

Colonel Lauritzen hosted an office call on 30 August with Fairfax County Supervisor Dana Kaufman to introduce himself, and to discuss BRAC and other issues.

On 31 August, Colonel Lauritzen hosted an office call with Fairfax County Supervisor Elaine McConnell to introduce himself, and to discuss important issues such as BRAC and transportation.

On 1 September, an interview with Mr. Marshall was published in the *Belvoir Eagle*. He indicated that the NVL employees would be remaining on post. Previous plans to use their facilities for other arriving facilities would have to change. DeWitt Army Community Hospital would see an increase in patient volume since Walter Reed would eventually close. NGA would add approximately 7,700 employees to Belvoir's workforce. He noted that the BRAC Commission's deliberations had already been somewhat unpredictable.¹¹

In an article in *Army Times* which appeared on 5 September, the reporter noted that the BRAC Commission had found the arguments of local communities more compelling than the weighty results of more than two years of military analysis. Trying to close some facilities would be a "reckless step in war-time." The nine-member panel of retired officers and politicians had showed no hesitation in substituting its own military judgment for that of the Pentagon. The panel "understood constituencies and empathized with people." Local communities had also become more sophisticated in their protests. Finally, "the panel relied less on emotion and fears of job loss, and more on attacking mistakes and inconsistencies in the military's rationale."¹²

On 6 September at 1030 hrs, a scheduled update briefing was conducted for the Garrison Commander at post headquarters. Mr. Marshall advised that the Implementation Plan was a "living document" that would constantly be updated and revised. As of 6 September, all 16 Action Plans were completed. Three days later they were expected to be uploaded for transmittal to NERO; however, the Garrison expected to request an extension until 16 September to refine its plans. By current COBRA data, the Garrison workforce expected to increase its strength by 230 employees. By the end of BRAC, Fort Belvoir would be unique within the Department of Defense. The closest installation, in terms of mission and intra-service requirements, would be Fort Belvoir. Since Belvoir was not responsible for external transportation infrastructure, the Directorate of Public Works (DPW) would become the "mitigator" to coordinate external plans. Mr. William Sanders, Director, DPW, expressed concern that the Garrison would not be able to recover if certain things were missing in future planning.

Mr. Marshall noted that the Garrison required at least \$900,000 for Master Planning. The last Master Planning sequence had been completed in 1993. Contemporary Master Planning had been placed on hold by the latest BRAC recommendations. He predicted that future Master Planning would be performed by a hired contractor firm, once BRAC 2005 recommendations became law.

He also predicted that the National Geospatial Agency (NGA) would have to go to EPG because of space requirements, which would include a 20-megawatt power plant.

Siting Options:

Options	A	B	C	D	E	F	G	H	I	J
NGA	SWA	SWA	SWA	EPG	EPG	EPG	SWA	SWA	EPG	EPG
Hosp.	SWA	SP	SP	SP	SP	EPG	NP	NP	NP	NP
New Admin.	SWA	SWA	NP	NP	EPG	EPG	SWA	SP	SP	EPG
BASOPS	SWA	SWA	NP/SP	NP/SP	EPG/SP	EPG	SWA	NP/SP	NP/SP	EPG/SP

SWA: Southwest Area of Belvoir Main Post – 241 acres.

NP: North Post area of Belvoir Main Post (southernmost 18-hole golf course) – 127 acres.

EPG: Engineer Proving Ground – 455 acres.

SP: South Post area of Belvoir Main Post (9-hole golf course) – 71 acres.

The above schematic illustrates representative preliminary planning options for the siting of major BRAC arrivals on-post.

On 8 September, the BRAC Commission submitted its final recommendations to President George Bush for his review. By statute, the president had until 23 September to approve/disapprove the recommendations. If approved, the recommendations would

be sent directly to the Congress. Once submitted, the recommendations would become law within 45 legislative days, unless the Congress passed a joint resolution to block the entire package. If disapproved by the president, the recommendations would be returned to the commission for further action, with a suspense date of 20 October. By schedule, the president would then have until 7 November to approve or disapprove the re-submitted list.

On the following day, the Garrison dispatched the Implementation Plan and annexes to NERO.

On 15 September, President Bush approved the recommendations of the BRAC commission. The original suspense date had been 23 September. The president then dispatched the recommendations to the Congress.

On this date, Colonel Lauritzen attended a meeting at HQDA with officials of the Office of the Assistant Chief of Staff for Installation Management (OACSIM). He learned that HQDA believed that a Master Planner concept to deal with BRAC actions was appropriate. OACSIM intended to allocate \$900,000 to hire a master planner firm to plan BRAC for Fort Belvoir.

Colonel Lauritzen, along with Messieurs Marshall and Carr, attended a meeting on 17 September at 1930 hrs, hosted by Mark D. Sickles, delegate of the 43rd House District of the Virginia House of Delegates in the General Assembly. Mr. Sickles's Town Hall meeting was also attended by REP Tom Davis (R-VA), and Fairfax County district supervisors Gerry Hyland and Dana Kauffman. The Garrison Commander provided remarks citing continued great cooperation and information sharing between state, county and Fort Belvoir officials. He also emphasized the criticality of early transportation planning and resolution. Mr. Marshall provided an overview of the relocating activities, construction magnitude, and population changes. Key questions and concerns focused on traffic/transportation planning, road projects and environment. Delegate Sickles, Supervisor Kauffman and the participants thanked the Belvoir staff for their openness, and continued outreach to the communities involved in BRAC.

On 20 September at 1430 hrs, at the Officers Club, Colonel Lauritzen hosted his first quarterly GO/SES/CSM meeting as Garrison Commander. BRAC was a major topic of discussion, which was briefed by Mr. Marshall. Planning for new construction became a major aspect of this discussion.

Also on that day, Mr. Marshall and Mr. Carr attended the Mason Neck Citizen's Association Town Hall Meeting. Approximately 150 people attended. Also in attendance were Bill Womack, legislative director for REP Tom Davis; Gerry Hyland, Fairfax County Mount Vernon supervisor; Virginia delegate David Albo and his political opponent Greg Herkheiser. Key questions and concerns focused on BRAC traffic/transportation planning, and community impacts on roads and schools. Mr. Carr reiterated the Garrison Commander's intent of full and open communications with the community and its leaders on all aspects of BRAC planning, and to focus on resolving

the transportation issues first before the people relocations. He solicited the community's input and questions via the Belvoir BRAC website. Mr. Carr and Mr. Marshall also clarified a number of misconceptions on the BRAC process, moves and the new hospital.

Two days later, the Garrison Command Group met with representatives of the Booz-Allen firm at the Presidential Towers Building in Crystal City, Arlington, to explore choosing and funding a contractor Master Planning group in light of the BRAC requirements.

On 29 September, the final/revised suspense date for submission of the Garrison Implementation Plan to NERO was met. Bill Holz, (757) 788-5394, was the designated NERO staff member with responsibility for Fort Belvoir oversight.

On 4 October, the Office of Economic Adjustments meeting was conducted. This was a BRAC assistance orientation briefing.

OACSIM required the Garrison Implementation Plan on 7 OCT. On that day the Garrison entered Phase 2 (Preparation) of the Implementation Sequence.

As the new fiscal year began, 19 October proved to be a major milestone in the Garrison's relationship with the community. At 0730 hrs, Colonel Lauritzen hosted the annual Community Update Breakfast at the Officers Club. The official motto for the briefing was: "No Daylight between Us." The Garrison staff remained optimistic and positive in disseminating the Garrison mission message. There was no attempt to evade responsibility or challenges in addressing the BRAC requirements. Questions about the exact numbers of new accessions, area retiree use of the new proposed hospital, and area transportation challenges highlighted the briefing. Civic leaders recommended more frequent meetings for updates. Even a casual reading of this narrative will reveal that the Garrison Command Group and staff had already been instrumental in reaching out to the community to explain the Garrison's response to BRAC. Colonel Lauritzen advised that a Board of Directors (BOA) would be formed in the near future to implement the strategic plan (land use/activities/RCI, etc.). He also highlighted the Executive Oversight Team (HQDA/MDW/NERO/GC) responsibilities.

Community leaders registered considerable surprise over a number of "new" issues that had been "raised for the first time." These included the exact number of new employees on-post as a result of the BRAC additions. Supervisors Hyland and Kauffman claimed doubts over these numbers, and especially about the number of retirees to be serviced at the new community hospital. Mr. Hyland asked about the transportation survey which had previously been promised at Belvoir. Hyland noted that adding over 21,000 new people at Belvoir would be like "dropping a new city on the installation." Mr. Marshall noted that a web-based transportation survey had been sent out the previous week to document commuter patterns. He also noted that approximately 6,600 current residents had previously been "double-counted" – once for living on-post, and again for working there. This had caused some confusion among community leaders. He stressed

that the estimates of Belvoir's post-BRAC total working population of approximately 46,000 had not varied greatly since the release of DOD's recommendations in May.¹³

On this day, Ms. Decatur posted the Garrison Implementation Plan on the Internet.

After taking no action by the Congress, the BRAC Commission's recommendations became law at 1201 hrs on 9 November. By statute, the DOD now has until 15 September 2007 – two years from the date President Bush sent Congress the BRAC Commission's final report – to begin closing and realigning the installations as called for in the report. The entire process, by law, must be completed by 15 September 2011.

Detailed business plans must be developed for each BRAC recommendation, laying out what actions are required to implement them, and what resources are needed to put them into effect. Affected services and agencies must submit their plans by 15 November to the DOD Installation Capabilities Council, which will review them and forward them to the Infrastructure Steering Group.

Since 1989, DOD has reduced its civilian work force by 428,400 people, with less than 10% of those reductions through involuntary separations. DOD's Priority Placement Program gave defense employees placement priority at other DOD facilities.

DOD's Office of Economic Adjustment will take the lead for the Federal government in helping communities affected by BRAC actions, and will work with the President's Economic Adjustment Committee.¹⁴

Conclusion

The BRAC Commission approved 86% of DOD's original recommendation – 119 with no change, and 45 others with amendments. However, the panel rejected 13 recommendations, significantly modified another 13, and made 5 additional closure or realignment recommendations on its own initiative. Of DOD's 33 major closure recommendations, the panel approved 21, recommended 7 bases be realigned rather than closed, and rejected 5 recommendations outright. In addition, the commission recommended closing rather than realigning another installation.¹⁵

In a roughly one year-long sequence, Fort Belvoir prepared for, and then began to seriously plan to implement the BRAC recommendations. With the adoption of the recommendations as law on 9 November 2005, the installation entered a new phase in its approach to BRAC. Concrete implementation, construction, absorption and adaptation could now begin.

Endnotes

- ¹ Assistant Chief of Staff for Installation Management. *U.S. Army Base Realignment and Closure 2005, Implementation Plan Guidance*. October 2004 (Updated as of 3 March 2005), 2.
<http://www.hqda.army.mil/acsim/brac/braco.htm>.
- ² "BRAC Begins," *Army Magazine*, Vol. 55, No. 7 (July 2005), 22-30.
- ³ "Information Briefing for Garrison Commander," Slides, 14 July 2005, 35.
- ⁴ Steve Hunt, "Universal Studios Set Sights on EPG," *Mount Vernon Voice*, 30 June 2005.
- ⁵ Steve Hunt, "Localities Must Meet BRAC Challenge," *Mount Vernon Voice*, 4 August 2005.
- ⁶ Bradley Graham, "Pentagon Defends Consolidation of Bases," *The Washington Post*, 21 August 2005.
- ⁷ Spencer Hsu, "Warner: Defense Closures 'Rigged,'" *The Washington Post*, 24 August 2005.
- ⁸ Leon Marshall, e-mail message to Garrison, 24 August 2005.
- ⁹ Leon Marshall, e-mail message to Garrison, 25 August 2005; William Matthews, "BRAC Ax Falls, Spares Several U.S. Bases," *Defense News*, 29 August 2005; Gordon Trowbridge, "Swing of the Ax," *Army Times*, 5 September 2005.
- ¹⁰ Steve Hunt, "BRAC Leader to Neighbors: 'We Can Do It Together,'" *Mount Vernon Voice*, 25 August 2005.
- ¹¹ Kafia Hosh, "Fort Belvoir Assesses BRAC Recommendations," *Belvoir Eagle*, 1 September 2005.
- ¹² Gordon Trowbridge, "Swing of the Ax," *Army Times*, 5 September 2005.
- ¹³ Steve Hunt, "New Numbers at Fort Belvoir, Employees Will Total 50,000 After BRAC," *Mount Vernon Voice*, 20 October 2005; Charles Hagee, "Breakfast Surprise," *Mount Vernon Gazette*, 20 October 2005; Julia Ledoux, "Belvoir Updates Population Numbers," *Belvoir Eagle*, 27 October 2005.
- ¹⁴ Donna Miles, "BRAC Deadline Expires; DOD to Begin Closures, Realignment," *American Forces Press Service*, 9 November 2005.
- ¹⁵ "House OKs Base Closure, Realignment Plan," *AUSA News*, Vol. 29, No. 2 (December 2005).

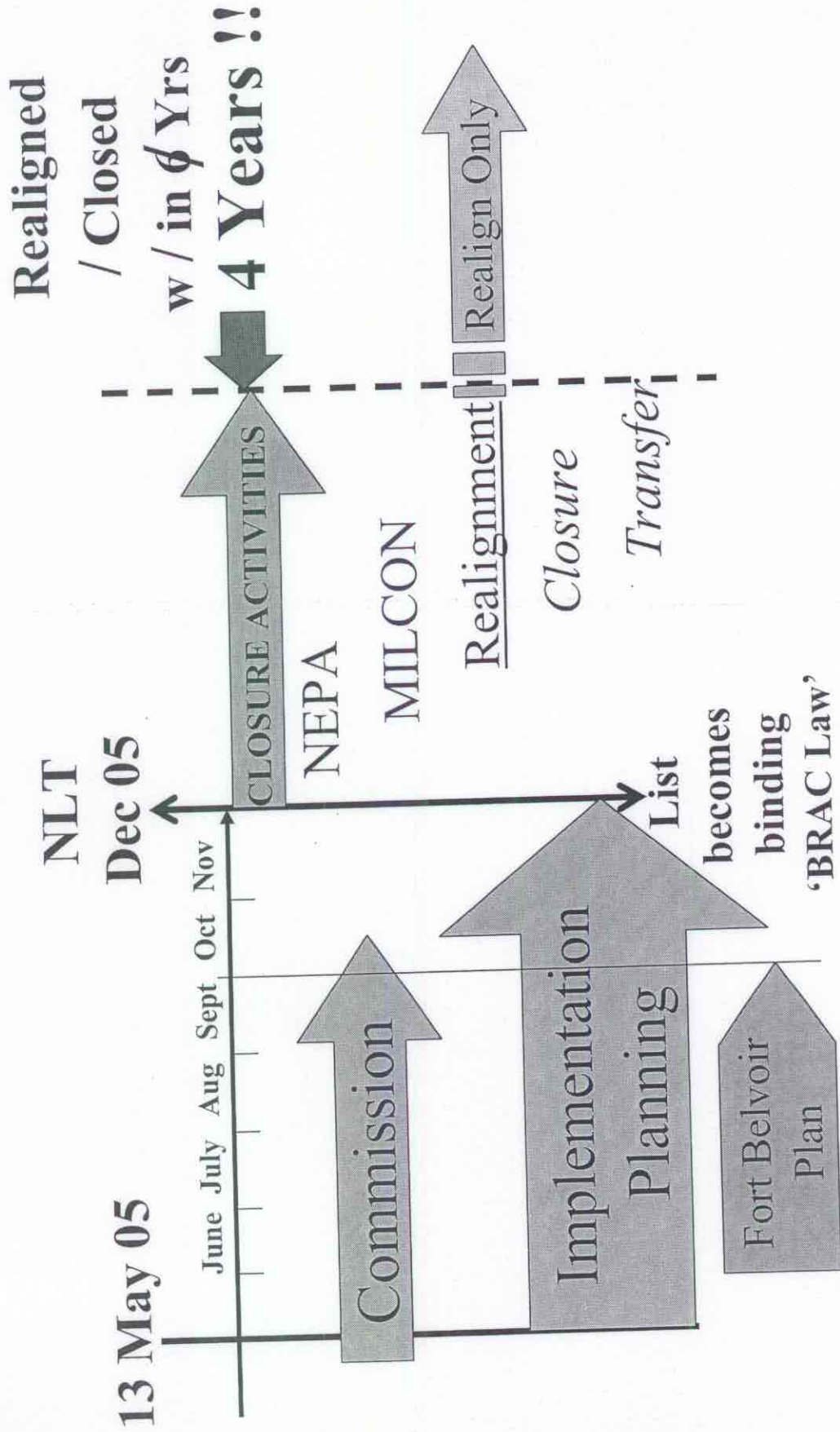
Appendix #1

**BRAC Major Milestones
15 JUN 2005**

Ft Belvoir BRAC



Major Milestones



Appendix #2

**Personnel Changes from COBRA Reports
14 JUL 2005**



Ft Belvoir BRAC



Personnel Changes from COBRA Reports

OUTGOING PERSONNEL (2,728; 85 CME; 61 students)

DTRA, NCR - 55

Prime Power - 35 (61 students)

AMC/USASAC - 1272

NVESD - 790

DTRA, CB - 48

Soldiers Magazine - 3

CID - 324 (85 CME)

DTRA/ARO - 201

INCOMING PERSONNEL (13,938; 83 CME)

NGA - 864 (+ classified)*

DIA - 713 (+ classified)**

Hoffman Lease - 360

Crystal City Lease - 1187

Rosslyn Lease - 209 (83 CME)

USA Legal Agency - 355

DLA - 7

PEO EIS - 169

PM ALTESS - 17

DoD Lease - 7763

WRAMC - 2208

USA Audit Agency - 86

*NGA Planning figures are 7700

**DIA Planning figures are 1100

NET: +11,210; -2 CME; -61 students

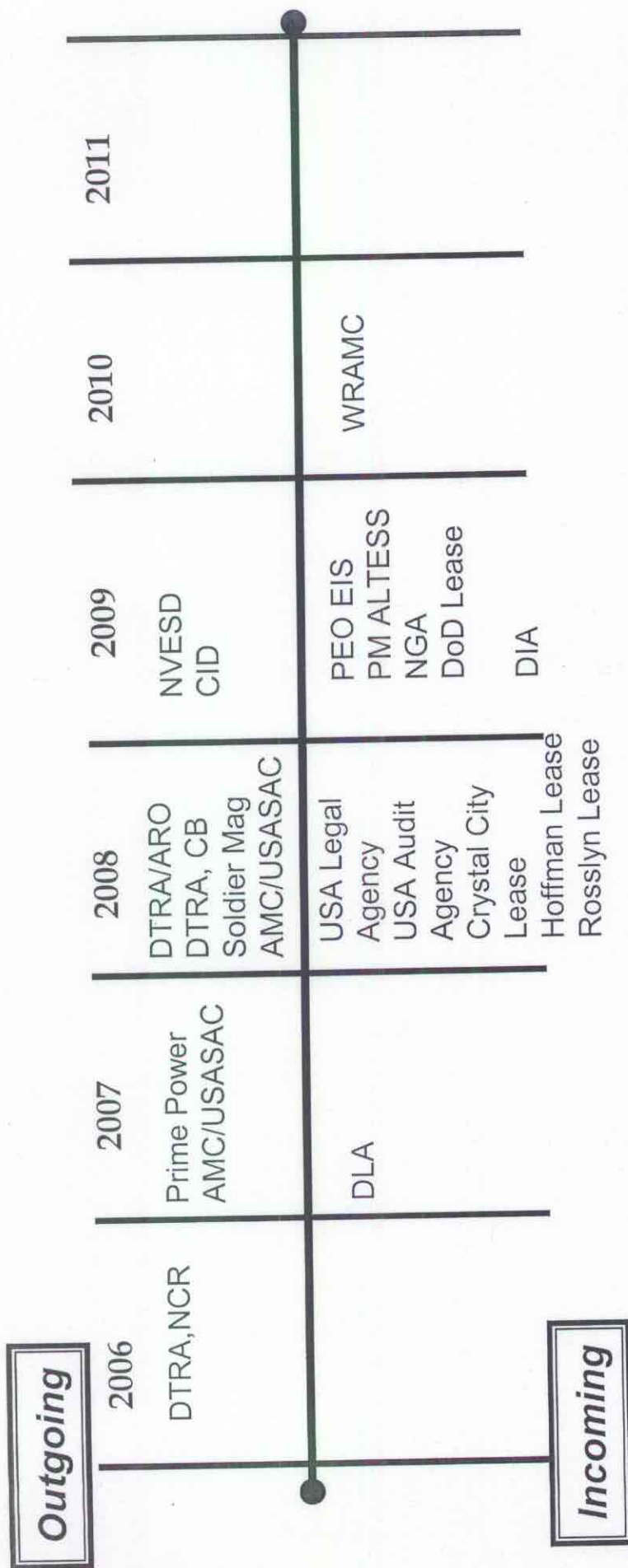
Appendix #3

**BRAC Timeline from COBRA Reports
14 JUL 2005**

Ft Belvoir BRAC



BRAC TIMELINE from COBRA Reports



Appendix #4

**Development of Forms 1391
14 JUL 2005**



Ft Belvoir BRAC



Development of 1391's

FY	Cat Code	Title	SF(K)	PN	PRG	PA (\$000)
06	14162	Secure Admin Facility, NGIC	350	64115	BCA	129,000
07	74014	CDC-NGIC	30	64149	BCA	7,400
07	74028	Community Support Fac, NGIC	55	64151	BCA	12,000
07	94010	ENV/UXO Clearance, EPG	835 acr	64369	BCA	6,000
07	74028	Physical Fitness Facility, EPG	65	64230	BCA	17,000
07	51010	Construct Hospital, EPG	1000	64238	BCA	586,000
07	72010	Medical Guest House, EPG	100	64293	BCA	22,000
07	72111	Barracks Complex – EPG	123	64270	BCA	26,000
07	73010	Emergency Services Ctr, EPG	23	64076	BCA	6,500
07	74014	CDC – EPG	30	55661	BCA	7,300
07	74014	CDC - EPG	30	55662	BCA	7,300



Ft Belvoir BRAC



Development of 1391's

FY	Cat Code	Title	SF(K)	PN	PRG	PA (\$000)
07	85110	Infrastructure, EPG	n/a	64097	BCA	112,000
07	61010	NGA Consolidated Campus, East	2,500	TBD	BCD	1,400,000
07	37770	NGIC Real Property Acquisition	70 acr	64028	BCD	18,000
07	73018	Religious Education Ctr, FBVA	18	61458	BCA	4,600
07	74028	Physical Fitness Facility, FBVA	151	64231	BCA	47,000
07	54010	Dental Clinic, FBVA	24	64241	BCA	11,2000
07	55010	Health Clinic, FBVA	81	64242	BCA	31,800
07	61050	Secure Admin Facility, FBVA	850	64234	BCA	273,000
07	74014	CDC-FBVA	30	64148	BCA	6,900

NOTE: For all 07 construction projects, there is a critical need for 06 design funds.

